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ABSTRACT

The Salt Lake City Board of Education appointed a committee in May 1988 to review shared governance concepts and as a part of the deliberations this handbook was revised. The handbook has seven sections: (1) basic history and philosophy; (2) policies and agreements regarding shared governance; (3) the principles of shared governance; (4) the limits of shared governance; (5) shared governance structures; (6) questions and answers; and (7) accountability-responsibility. Appended is a statement of the superintendent, recommendations of the Shared Governance Committee, objectives of shared governance; grievance forms, and a review of services form. (SI)

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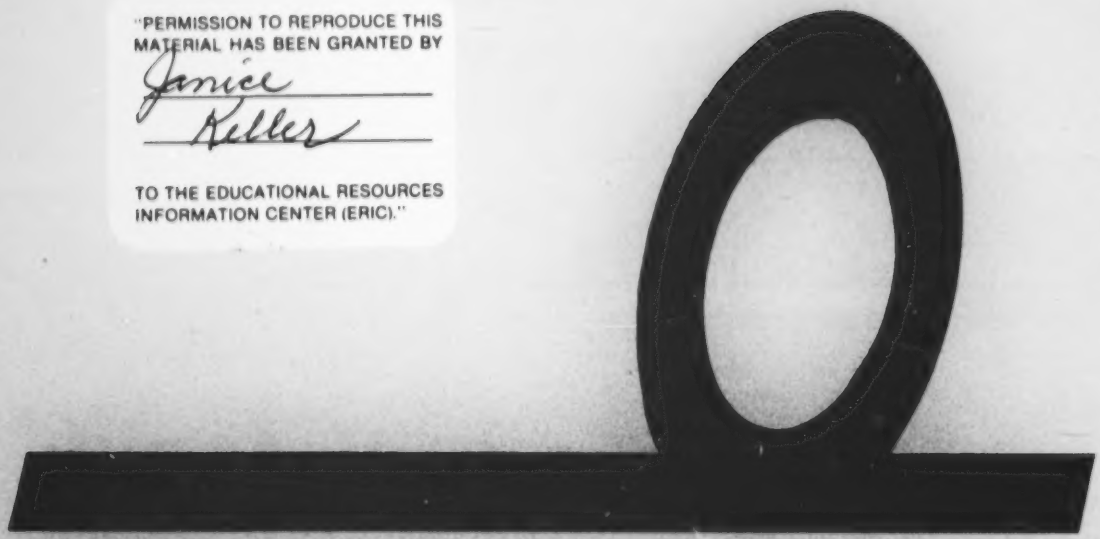

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SHARED GOVERNANCE

MANUAL

Active Cooperation

For a More Effective Education

Third Edition
August 1989

Salt Lake City School District
440 East First South
Salt Lake City, UT 84111-1898

7/11/89

The Salt Lake City Board of Education appointed a committee in May of 1988 to review shared governance concepts. as a part of the deliberations this handbook was revised. persons who have served on the committee are listed below:

Committee Membership

Marilyn Ebert	Chair, Parent and Regional PTA/PTSA Representative
Robert Adams*	Salt Lake Teachers Assn. Representative
Pat Garcia	Salt Lake Teachers Assn.
David Green*	Buildings & Grounds Representative
Karline Grief	Salt Lale Teachers Assn. Representative
Darlene Gudmundson	Salt Lake Educational Office Personnel Assn.
Hurley Hansen	Salt Lake Teachers Assn. at-large Representative
Lee Higbee	Parent and Elementary PTA Council
Yvonne Jacobsen	Parent and Secondary PTSA Council
Mary Jean Johnson	Assistant Superintendent, K-12 Administration
Susan Keene	Board Member
Jan Keller	Staff Coordinator/Public Information
Darrell Knotts*	Buildings & Grounds Representative
Dale Manning	Administrator, Personnel Services
Lorna H. Matheson	Board Member
Gail Mladejovsky	Salt Lake Assn. of School Administrators (elementary)
Nancy Parker	Salt Lake Teachers Assn. Representative
F. Keith Stepan*	Board Member
Roger L. Tucker	Salt Lake Assn. of School Administrators (secondary)
June VanderVeen*	Salt Lake Teachers Assn. Representative
Ronald W. Walker*	Board Member

*Shared term of membership

Special acknowledgements go to the committee members and other individuals such as the District Printing Department who assisted in revising and producing this Shared Governance booklet.

I N T R O D U C T I O N

STATEMENT FROM THE BOARD OF EDUCATION
Approved 6/20/89

The Salt Lake City Board of Education fully reaffirms its commitment to shared governance decision making as the most effective means of achieving the educational goals of the district described in our statement of philosophy.

We believe the strength of the district is directly proportional to patron support and participation.

We value our teachers and classified employees and seek their input.

We recognize the critical leadership role of building and central staff administrators. Administrators must help set and direct educational policy and programs.

Working together we can be most effective. Participatory decisions are best. When parents, teachers, building and central staff administrators, and the Board of Education each join in making decisions the result will be more effective education.

In making this statement, we understand final or legal responsibility for the district's programs rests with the Board of Education. We also understand decisions within the district often involve different levels or degrees of participation. Finally, we affirm shared governance is not simply an end--but a means by which Salt Lake District programs can best be put into effect. The ends we seek are the achievement of the five year goals established in 1986 and the accomplishment of the annual goals adopted by the Board each year to direct the energies and efforts of shared governance councils.

* * *

Questions about shared governance can be answered through the Superintendent's Office, 328-7347. Specific issues may be directed to other administrative personnel.

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I. SHARED GOVERNANCE--BASIC HISTORY AND PHILOSOPHY

Shared governance, which was approved in 1974, is Salt Lake City School District's concept of participatory decision-making management in education. It is based on the philosophy that since education is a responsibility of the public, the public should be actively involved in exercising that responsibility. It is, as its name suggests, a system of sharing the government of a school district.

The concept was developed by former superintendent Dr. M. Donald Thomas. Supt. John W. Bennion believes that shared governance can be a powerful and effective tool; that schools can become more powerful educational institutions; that a partnership among educators, parents, support personnel, and sometimes students, increases ownership, commitment and energy to foster student learning.

Under shared governance school district personnel and community join to share the decision-making process which so vitally affects the welfare of today's students. When parents, teachers and staff are participating actively in the governing of the schools--not just in advisory positions where no real authority is present--we believe several advantages may accrue, including the following:

1. Student achievement increases.
2. Public confidence in the schools intensifies.
3. Positive relationships are developed among teachers and administrators, and among school employees and parents.
4. Negotiations are conducted in an atmosphere of collaboration, trust and good will.
5. Concentration on teaching/learning becomes a higher priority of the Board of Education, parents and school district personnel.
6. Parents benefit from ownership of and involvement in school programs.

II. POLICIES AND AGREEMENTS REGARDING SHARED GOVERNANCE

In 1973-74, the Salt Lake City Board of Education and the Salt Lake Teachers Association drew up a legally-binding Written Agreement concerning governing policies and procedures for the Salt Lake City School District.

This Agreement, entitled "A Written Agreement Based on Shared Governance Between the Board of Education of Salt Lake City and the Salt Lake Teachers Association," has since been revised almost yearly to reflect changing needs of the district and its employee organizations. Over the years other employee organizations have negotiated specific items which must also be considered in shared governance.

Areas outlining shared governance are included in Board of Education POLICY, Sections AB and KC, plus "A Continuing Written Agreement Based on the Principles of Shared Governance," Article 15. There are, of course, many references to shared governance in the Written Agreement, and in agreements with other employee groups.

III. THE PRINCIPLES OF SHARED GOVERNANCE

Shared governance can be an effective style of educational management, it can work only when its participants gain a thorough understanding of its structure. Shared governance operates on four basic principles: delegation; consensus and parity; review and appeal; trust, openness and equity.

A. The Principle of Delegation

Article 15.2 of "A Continuing Written Agreement Based on Shared Governance" notes that "The Board retains and reserves unto itself all rights, powers, authority, duties and responsibilities conferred upon and vested in it by the laws and Constitution of the State of Utah and the United States. It is the exclusive right of the Board of Education within the shared governance structure and the Written Agreement to determine the goals and direction of the schools and to use all its resources to achieve such goals."

This article is significant; it reaffirms the fact that the Board of Education, according to guidelines established in the Constitution of Utah, represents the public will in the educational environment. In other words, the Board of Education is instituted to reflect the community's desires and to act for it in all decisions concerning the education of its youth. Therefore, any decisions of the Board should accurately reflect majority sentiment of the public's vested interests. The Board of Education is thus given ultimate authority to determine policies, procedures and activities of the Salt Lake District or any school therein.

Through "A Continuing Written Agreement Based on Shared Governance," the Board of Education delegated to the Superintendent of Schools the authority to manage the district. This delegation is delineated in Article 15.1 of the Written Agreement: "It is the policy of the Salt Lake City School District that only major policy statements and economic agreements be brought to the Board of Education. Other agreements shall be administrative items, to be administered by the Superintendent of Schools. It is also the policy of the district that the Superintendent administer the schools in cooperation with the employees and patrons of the district. The Board of Education supports the concept of shared governance."

According to the Written Agreement, then, the Board of Education advocates shared goverance and allows the Superintendent the privilege of operating the district under this concept. But the obligation to abide by the concepts of shared governance does not encompass the Board. Shared governance begins with the Superintendent of Schools and pervades the organization from that point.

B. The principle of consensus and parity

Although shared governance is not complicated in theory, it is a contrast to some traditional, autocratic styles of educational management. In shared governance, numbers become irrelevant. Shared governance operates by consensus, not by majority vote. Instead of power being exercised unilaterally, capriciously or arbitrarily, it takes the form of knowledge, persuasion of ideas, options and doing what others believe to be right.

Because of shared governance, in each of the decision-making bodies of the district consensus should be the rule. Consensus evolves from an open discussion until all participants feel satisfied with the decision. However, every decision or action must be carefully considered to ensure that it is just and fair to all concerned. When the group comes to consensus concerning any particular decision, the possibility of the decision being unfair is remote. To establish shared governance, an attitude of community must accompany it. Shared governance is meant to ensure a close cooperation between home and school. With each of these parties represented on any decision-making body, this cooperation should take place.

Like consensus, the parity principle is a minimum requirement which must be a significant part of shared governance to allow it to function properly. It is important, however, to note the difference between parity and consensus. While similar in terminology, the two concepts connote entirely separate meanings. Consensus evolves from an open discussion until all participants feel satisfactory about the decision at hand. Parity connotes equality; therefore, a relationship based on parity refers to one in which parties involved have equal leverage. (See #8 on p. 14.)

Parity insures against an imbalance of power. If two parties are negotiating an agreement and one has an inordinate amount of influence over the other, the second party usually bows to that influence. When this occurs, justice and equality may fade into the background in favor of the powerful party.

Parity begins to operate only when consensus is not reached in the decision-making process. In other words when a group of administrators and a group of employees of a school engage in open discussion over an issue for an indefinite period and still cannot reach an agreement or compromise that all can feel good about, parity takes over. For example, the principal, as one party, and the employees, as the other party, should then reach an agreement based on concurrence of a majority of each party. If this does not occur, the issue is presented to a higher level for adjudication. But the desirable situation would be for the group to reach consensus without having to resort to a parity relationship.

C. The Principle of Review and Appeal

Inherent in the shared governance structure is a system of evaluation to ensure that fairness and equity are not infringed. This review system is comprised of two main procedures: (1) an adjudication procedure to be used when councils cannot reach consensus; (2) a review procedure to be used when perceived injustices occur.

The adjudication procedure should be utilized when local SIC or SCC councils fail to reach consensus in any decision (Article 15.4.9 and 15.5.3 & 7). The chairperson of the council appeals to the Superintendent for consideration. The Teachers Assocation is also notified in SIC appeals. The matter is either resolved at this level, or it is referred to the Board of Education.

The review procedure of perceived injustices involves either the grievance process or the review of services process. The grievance process should be used when an individual or group believes that a violation of "A Continuing Written Agreement Based on Shared Governance" occurs. This process will usually be used by employees of the district although it may also be used by patrons.

A review of services is initiated when perceptions of injustices occur which are not specifically covered by the Written Agreement. These two processes are outlined in Article 6 of the Written Agreement (see appendix for copies of each).

D. The Principle of Trust, Openness and Equity

This principle, perhaps the most nebulous, may be the most important. For without it, shared governance breaks down. Under shared governance, trust, openness and equity are paramount; only through these attitudes can consensus be reached and cooperation ensured.

In order to practice this principle of trust, openness and equity, it is necessary that all individuals involved in the operation of shared governance come to a common understanding of its concepts and operation. When all participants understand shared governance, it will enable the councils to operate in an atmosphere of open communication.

Shared governance through local councils helps to strengthen all entities of the education family, i.e., administrators, teachers, classified staff and parents. When all of these various groups meet together, they are equal, each having the same leverage.

Once all participants reach consensus, we believe the variety and quality of education in our schools will only improve, because there has been a broader range of input into the decision-making process.

IV. THE LIMITS OF SHARED GOVERNANCE

Although shared governance is a concept which allows for a broad range of decisions, it does automatically have restraints. The district is also beset with many decisions which place shared governance under constraints. The limits of shared governance in the Salt Lake City School District cover the following areas: education law, Board of Education policy, budget and ethics.

A. Education Law

The Salt Lake City School District operates within legal frameworks established by the Utah Constitution; legislation: both legislation passed by the Utah Legislature and by the Congress of the United States; Utah Rules for Civil Procedures and Rules of Evidence, as outlined in the Utah Code. These items, in turn, are interpreted by the Utah State Board of Education and/or the Office of the Attorney General of the State of Utah. Thus, educators and patrons cannot make decisions on shared governance councils which attempt to change these regulations.

A procedure imposed by legislation on a school system in the state is illustrated by the following example: "Minimum uniform school program" states that "the minimum uniform school program to be provided in the various districts of the state shall include a school term of nine months." The Utah State Board of Education adopted from this legislation a Policy on Pupil Accounting, in which 180 days was set as the requirement for fulfilling the nine-month or year-round obligation. It also determined the number of hours which constitutes a school day or school week for specific grade levels. The Salt Lake City Board of Education then set Monday through Friday as the days for school to be in session, with two-day weekends. Therefore, when a school community council meets to establish school attendance, it is subject to pre-established laws and procedures. Establishment, then, must fit in the framework or set criteria for conducting school sessions.

B. Board of Education Policies

The most important function of the Salt Lake City School District Board of Education is to establish long-range policy to guide staff in the daily function of the district. The Board of Education has a book of policy; many of the policies have been in effect a number of a years; others are quite recent or in process of being changed, updated or created at this time. All policy, once adopted, is binding, except in the case of direct conflict between the express provisions of the Written Agreement with Salt Lake Teachers Association and any Board of Education policy, practice, procedure, custom or writing not incorporated in the agreement, the agreement controls.

School improvement and school community councils are subject to Board of Education policy as much as they are to State Board of Education regulations and state legislation concerning education.

If a need for specific policy change or creation is noted by a council, the council can make recommendations to the Superintendent who will review the rationale to take to the Board of Education for consideration.

C. Budget

Shared governance operates within the limits of the district's budget. The budget is determined by the Board of Education under law established by the State Legislature and the State Constitution.

D. Ethics

District shared governance councils are subject to principles of ethics in attempts to promote justice and equity in decisions. The district follows three statements concerning ethics in governing itself. Two of the statements are contained in POLICIES OF THE BOARD OF EDUCATION: the Code of Ethics of the Salt Lake City School District, and the Statement of Ethics for School Administrators. The first statement contains ethical principles such as "I will be responsible as a professional person to respect the integrity and judgment of my colleagues," "I shall encourage respect for learning and dedication to quality work," or "I shall promote high standards of conduct and scholastic achievement among all of my students." The second statement says that "the educational administrator: makes the well-being of students the fundamental value of all decision making and actions; supports the principle of due process and protects the civil and human rights of all individuals; avoids using positions for personal gain through political, social, religious, economic or other influence."

The third statement contains the four ethical principles which are listed below:

a. Due process is not violated.
b. No action is taken from anonymous criticism or allegations.
c. Appeal procedures are used as needed.
d. Action and decisions are arrived at in open meetings.

These principles act to ensure that justice is not violated, that all district personnel perform responsibly in their positions and do not take undue advantage of others.

V. SHARED GOVERNANCE STRUCTURES

Shared governance structures in the Salt Lake City School District begin at the Superintendent's level. Structure follows the adjudication process through: (1) the local school community council and school improvement council in the schools, and varying councils related to the district's administration; (2) the Superintendent's administrative staff or cabinet; and (3) the Board of Education and/or an outside arbitrator.

A. LOCAL SCHOOL COUNCILS

1. School Improvement Council:
   Membership on this council is comprised of employees and administration of the school, operating on a parity relationship. Minimum membership differs according to the school level. Makeup is outlined as follows:

   a. Elementary Council:
      1 - representative from primary grades
      1 - representative from intermediate grades
      1 - SLTA faculty representative(s)
      1 - principal
      1 - secretary or custodian
      5 or more members (additional members or representatives can be determined by the council as needs arise; schools may choose to have student representation)

   b. Intermediate Council:
      1 - representative from non-academic areas
      1 - representative from academic subject areas
      1 - SLTA faculty representative(s)
      1 - principal
      1 - assistant principal
      1 - representative from counseling staff
      1 - faculty advisor to student government (if other than administrator)
      1 - community school coordinator (if position exists)
      1 - secretary or custodian
      7 to 9 or more total members (additional members or representatives can be determined by the council as needs arise; schools may choose to have student representation)

c. High School Council:
   1 - representative from non-academic areas
   1 - representative from academic subject areas
   1 (or more) - SLTA faculty representative(s)
   1 - representative from counseling staff
   1 - community school coordinator
   1 - principal
   1 - assistant principal
   1 - secretary or custodian
   8 or more total members (additional members or representatives can be determined by the council as needs arise; schools may choose to have student representation)

Guidelines:

a. Additional representation on the council is determined by the council as needs arise.
b. Teacher representatives are selected from the total staff by nomination and vote of SLTA at an association meeting. The counselors elect their representatives. The faculty advisor to student government is usually appointed by the principal. Secretaries and custodians elect a representative at a meeting. Elections should take place before the school year concludes and those elected take office on the first day of the new school year.
c. Representatives on the council from any of the groups may be elected to succeed themselves.
d. It is possible for individual members to introduce any items of business or points of view to be considered.
e. Minutes of each council meeting shall be recorded so that recommendations and actions can be published and distributed throughout the school within 10 days.
f. The council meets monthly or more often if business dictates. The chair will be elected by the council. Operating procedures will be determined through mutual agreement.
g. The council establishes and implements procedures and programs for the school consistent with the policies of the Board of Education and subject to ratification by the faculty and approval of the Superintendent.

NOTE: Schools may choose to include one or more student represenatives on these councils; that decision, however, is the decision of the School Improvement Council members because it is not covered in "A Continuing Written Agreement Based on Shared Governance."

2. School Community Council:
   This council is established in local schools to gain parity between school employees (including the principal) and the

community. These councils include the same positions whether in an elementary, intermediate or high school. Council members include the following:

- o All members of the school improvement council
- o Local PTA or PTSA president and vice president
- o Three additional community representatives nominated by the principal, the PTA president and PTA vice president
- o Three additional community representatives shall be nominated by the majority of the council at the first meeting of the new school year
- o Councils may choose student representative(s)

Guidelines:

a. Representatives from minority groups and all geographic areas of the school shall be considered in selection of membership. This representation should be ensured by a majority of the school community council.
b. Terms of representation for any patron member should not exceed two successive terms.
c. Ad hoc committees may be appointed by each council. The findings of such committees shall be reported to the council.
d. Additional participation or representation on the council shall be determined by the council as needs arise.
e. It is recommended that there be at least 50 percent turnover of committee membership each year.
f. Minutes of the council proceedings are to be recorded and distributed to the members.
g. The council shall meet monthly and more often if business dictates.
h. The council shall make recommendations for policies and programs to the Board of Education, if desired.
i. The council shall use an open agenda, making it possible for members to introduce any items of business or points of interest to be considered.
j. Items which cannot be resolved by the school community council may be referred in writing to the Superintendent of Schools.

B. Central Office Councils

The central office personnel function under all of the restraints mentioned in the section on shared governance limitations: budget, education law, Board of Education policy, and ethics. Despite these limitations, shared governance councils still function effectively in the central office. A small sample of these councils follows:

1. Inservice Education Committee
   This committee is directed by a central office administrator. In addition to reviewing inservice training applications, it also writes procedures and monitors teachers' travel and convention activities. It is composed of equal numbers of techers and administrators and, at present, a representative from classified personnel.

   Beginning in the school year 1988-89, the District Certification Review Committee (DCRC) became a subcommittee of the Inservice Education Committee. This subcommittee evaluates classes and teachers in regards to qualifications for salary lane change. The committee is composed of three administrators and three teachers.

2. Elementary Report Card Committee
   This committee, which determines reporting procedures for elementary grade levels, is truly a representative shared governance committee. Directed by a central office administrator, the committee consists of three administrators, five teachers, and two parents chosen through shared governance.

3. Assignment/Load Committee
   This committee evaluates the apportionment of students and teachers in each school to determine necessary changes. It is made up of three teachers and three administrators.

Many other committees operate at the central office under shared governance guidelines. These committees may be composed only of teachers and administrators, while some include parents and community members, depending on the decisions and services required. Like the local school councils, these shared governance groups can also appeal to the Superintendent and Board of Education, if necessary.

C. Superintendent's Central Office Staff

This body also functions under shared governance. It consists of the superintendent and his/her cabinet, president of Salt Lake Association of School Administrators, executive director and president of Salt Lake Teachers Association, a parent, and a classified person when appropriate.

Staff meets at least twice each month--more often if necessary. Staff determines administrative procedures, issues authorization for committee and other district actions, and acts as a screening committee for policy recommendations before they proceed to the Board of Education for action.

VI. QUESTION-ANSWER: WHAT IS SHARED GOVERNANCE?

1. What is shared governance?

Shared governance is a system of educational participatory decision-making which involves teachers, administrators, support personnel, parents and community members as active participants at the local school level as well as district level.

2. What are the principles of shared governance?

Shared governance operates under four basic principles: (a) the principle of delegation; (b) the principle of consensus and parity; (c) the principle of review and appeal, and (d) the principle of trust, openness and equity.

3. What are the limitations of shared governance councils?

Shared governance councils are subject to certain limitations—decisions which must be made without violation of: (a) federal and state laws concerning education; (b) Salt Lake City School District Board of Education policy and Written Agreement; (c) budgetary restrictions and obligations; and (d) ethics.

4. What is meant by the term "delegation?"

Delegation simply means that shared governance in the Salt Lake City School District is delegated to the Superintendent of Schools by the Board of Education.

5. Is the Board of Education obligated to practice shared governance?

The Board of Education states in "A Continuing Written Agreement Based on Shared Governance" that it adheres to the principles of shared governance. But because the Board of Education represents the will of the public concerning education, it is never required to enter into a parity relationship with any group within the district.

6. What are the objectives of the Salt Lake City School District in relation to shared governance?

The immediate- and long-range objective for shared governance in our Salt Lake City Schools is to provide a system whereby its patrons' and employees' expectations and meaningful involvement can be channeled to help all students become educated and productive citizens and workers.

7. What is meant by the term "consensus?"

Consensus operates in any given shared governance council as something that everyone on the council can live with; it is the process of gaining mutual consent. In other words, on any given issues which may come before the

council, if one member disagrees, consensus has not been reached. If everyone agrees to the point he or she can abide by the ramifications of the decision, consensus has occurred. However, the principle of parity enters at this point.

8. **What is meant by the term "parity?"**

Parity connotes the equal relationship between the parties of the councils. In a school community council, parity implies a sharing between the employees of the school and the patrons; in a school improvement council, parity is a sharing between the administration and the teachers and staff members. Parity operates when the governance group cannot reach consensus. At that time the principal has a voice equal to the combined voice of the employees in the case of a school improvement council, and in the school community council the school employees have an equal voice with the patrons of the school.

It is not intended that a minority of a parity group keep either council from making decisions. Thus, when consensus cannot be reached, it may be necessary for the parity groups to caucus to determine the opinion of the group. For example, if the SCC needs to caucus, the community group may arrive at an opinion by majority vote. The school group, however, would follow the rules for the SIC with the principal having one vote and staff having one vote. If the principal and staff cannot agree, then the school group does not form an opinion.

After caucus the SCC will come back together and present opinions. If opinions agree, a decision has been reached. If the opinions do not agree, or if one parity group cannot form an opinion, further discussion or referral through the appeals process is necessary.

9. **What is the purpose of the school improvement council?**

According to "A Continuing Written Agreement Based on Shared Governance," the school improvement council is established in each school from the faculty and administration of that school, and shall participate actively in the decisionmaking process to provide for orderly and professional means of improving the educational programs and conditions with the school.

10. **What is the purpose of the school community council?**

The school community council, according to "A Continuing Written Agreement Based on Shared Governance," is organized in each school to provide for cooperative means of improving the educational programs and conditions within the school. It is a method for patrons to interact with district employees in active decision-making processes.

11. **What are the duties and responsibilities of both councils?**

These councils are equal in authority; neither is subservient to the other. It is intended that SIC and SCC work closely together to identify and resolve issues and concerns affecting the school and community. For example, the SCC might identify a need, problem or concern and after some discussion

refer it to the SIC. The SIC would then develop a means of dealing with that need and bring that to the SCC for further discussion and consensus building. Final action on the issue should be decided by the SCC.

Both agendas are open. Even though something may be turned down by the SIC, the matter can be taken to the SCC if it is not a "teacher issue."

12. **Do the responsibilities of shared governance involve district employees other than administrators and teachers?**

Yes. Secretaries, custodians and other staff employees should be represented in both the school community council and the school improvement council.

13. **What can an individual do if he/she feels an injustice has occurred?**

Any patron or employee of the schools can file a Review of Services if he/she believes an injustice has been committed. (See form in Appendix.)

If a teacher believes there is a direct violation of "A Continuing Written Agreement Based on Shared Governance," he/she must file a grievance on appropriate forms (see Appendix).

14. **What happens if a governance council cannot reach consensus?**

If a council fails to obtain consensus, even after the parity relationship has been established, then the council chairperson refers the issue, in writing, to the Superintendent for the appeal process.

15. **How much effect on the decision-making process can one patron have under the shared governance concept?**

Because patrons are active participants in the school community council, one patron can have a great effect. Further, any patron can use the Review of Services process to resolve perceived problems.

16. **Why are certain individuals afraid of shared governance?**

Shared governance may frighten some individuals because there is a failure to understand shared governance concepts and purpose. Administrators can feel that the structure will usurp their authority and power; parents may feel that the individuals in charge of their children are shirking their responsibilities. With a proper understanding of the concept, however, both principals and parents can work together in harmony and share in the decision making process to the benefit of the students.

VII. ACCOUNTABILITY-- RESPONSIBILITY

Shared governance is based on the premise that there is a joint responsibility for educating students that is shared by teachers, school board members, administrators and parents. Therefore, there is to some extent a shared accountability. Educators, assisted by parents, should be responsible for establishing both long- and short-range learning goals within state/district guidelines and for mobilizing school resources to achieve the agreed-upon goals.

Accountability for progress and improvement rests primarily with teachers, administrators and other personnel. Educators at the school level should cultivate their abilities to plan together and, with parents, diagnose needs, set goals, build on strengths, monitor and adjust strategies for improvement, learn from mistakes, evaluate results, and build a climate of trust and collegiality that keeps the focus on educational improvement issues.

APPENDIX

PROPOSALS FOR STRENGTHENING THE SHARED GOVERNANCE PROCESS
IN RESPONSE TO RECOMMENDATIONS OF THE SHARED GOVERNANCE COMMITTEE

John W. Bennion
May 10, 1989

1. **Recommendation: The Board of Education and the Superintendent of Schools are asked to express commitment to the philosophy and concept of Shared Governance as described in the Written Agreement, Article 15.**

Statement of the Superintendent in support of shared governance:

I believe that shared governance as described in Article 15 of the Written Agreement can be a powerful and effective tool for accomplishing the primary mission of the Salt Lake City School District which is to teach students to speak, read, write, listen, compute and think clearly and effectively. Teachers, parents and principals all have a responsibility to contribute to the education of students. By collaborating to set goals, determine student learning needs, develop a positive learning climate, more can be accomplished together than by each of the three stake holders working independently. Moreover, a partnership among teachers, parents and principals increases ownership, commitment and energy to foster student learning.

Shared governance as conceived in the Salt Lake City School District is not an easy process; nor is it free of ambiguity as to roles, relationships and accountability. I know of no other district or governmental agency in the country that seeks to operate on a consensus and parity basis. To be effective in promoting student learning, the focus of shared governance should be on educational improvement issues. The process requires a high trust level and a high skill level in group processes among all participants. Though a means rather than an end in itself, the process requires an extraordinary commitment to ongoing training and a major time commitment on the part of participants. The focus should always be on increasing student learning; otherwise the time and energy committed to the process may actually divert limited time and energy from the primary educational mission of the district and the individual schools.

Shared governance is deeply imbedded in the culture of the Salt Lake City School District. There is broad support of the process and the philosophical premises underlying the process, though the effectiveness of the practice varies from school to school and even from time to time in the same school as participants in SICs and SCCs change. Clarification of the process and group skill development are on-going needs. I believe that the proposed site-based decision making options clarify some critical areas of a school's operations that are appropriate for school shared governance councils to address if they wish to do so. I believe that

schools can become more powerful educational institutions through shared governance and site based decision making if all concerned are willing to pay the price of on-going training and a considerable time commitment. I am committed to doing what I can to help realize the potential of shared governance to achieve more effective schools.

2. **Recommendation: The Board is asked to direct the Superintendent to implement and monitor Shared Governance at the district level and in the schools.**

One meeting with administrators has already been held since the committee's recommendations to the Board of Education to recommit them to follow the shared governance procedures as outlined in Article 15 of the Written Agreement. The supervisors of the principals will review the expectations for shared governance in the schools with the principals on a regular basis to assure that SIC's and SCC's are organized and functioning in each of the schools according to the guidelines in the Written Agreement. This expectation will apply to all schools and will be a factor in the annual assessment of the principal's performance.

3. **Recommendation: There will be intensive training in the philosophy of Shared Governance and in the process of shared decision-making.**

The challenges and opportunities inherent in shared governance and site-based decision making are extraordinary. Probably no other aspect of the school district currently offers more potential for improving the schools but achieving that potential will not be easy. I propose that for the next school year, the $30,000 that has been earmarked for an internal auditor be used to hire a full-time shared governance specialist to serve at least one year. This would be a staff position working out of the superintendent's office and would, in cooperation with school groups, serve the following functions:

a. Assist in planning and implementing training programs in shared governance processes.

b. Consult with and give technical assistance to individual schools on shared governance issues or problems that may arise.

c. Act as an ombudsman where conflicts arise in SICs and/or SCCs that do not get satisfactorily resolved at the school level.

d. Advise the administration and the school board on how the shared governance process and site-based decision making can be strengthened and made more effective in improving educational results.

e. Help to develop an annual assessment of shared governance and site-based decision making.

If such a position is approved, we would look for a person who has skill and experience in group processes such as planning, goal setting, consensus building, decision making, problem solving and conflict management. We would plan to evaluate the position and our situation after the first year and determine at that time the need for continuing the position and/or any other adjustments which may seem appropriate.

4. **Recommendation: Parent involvement in Shared Governance should be supported by (a) having a parent representative at central staff meetings, (b) implementing at the school level a method to communicate to and receive feedback from parents in the community.**

I propose that a parent be invited to attend central office staff meetings, to provide input from a parent point of view. Perhaps this person should be the Regional PTA representative from Salt Lake City. I recognize that no one parent or even a group of parents can represent the views of all parents but a parent perspective can be helpful with major issues we deal with in central office staff meetings.

I propose that each school provide a means of systematically keeping parents informed of agendas and minutes of SCC meetings. On some major issues such as whether a school should adopt a year-round schedule, it would be appropriate and helpful to inform parents and provide a means for parents to give their point of view if they wish before a final decision is made.

Parents should play an active role in the decision making process along with teachers and principals and those matters of a professional nature that are the responsibility of the professional staff. In general, parents should be fully involved in developing major school policies, setting school goals and addressing school-wide problems.

In conclusion, I believe that shared governance, though conceptually idealistic and challenging in practice, can be an effective tool for improving educational programs and increasing student learning. Site-based decision making clarifies several crucial areas of school operations that are appropriate for shared governance decision-making. Without explicit decision options, shared governance becomes a process without clear content. I believe that shared governance can work to advance the learning goals of the district when combined with guidelines on appropriate areas for school shared governance councils to address.

RECOMMENDATIONS

SHARED GOVERNANCE COMMITTEE

April 13, 1989

The following recommendations are presented to the Board of Education from the District Shared Governance Committee:

1. The Board of Education and the Superintendent of schools are asked to express commitment to the philosophy and concept of shared governance as described in the Written Agreement, Article 15.

2. It is understood that parents/PTA and support personnel are part of the shared governance process.

3. The Board is asked to direct the Superintendent to implement and monitor shared governance at the district level and in the schools.

4. There will be intensive training in the philosophy of shared governance and in the process of shared decision-making.

5. Parent involvement in shared governance should be supported by (a) having a parent representative at central staff meetings, (b) implementing at the school level a method to communicate to and receive feedback from parents in the community.

* * *

The Committee intends to continue its work on the training manual and to make proposals for implementing the recommendations listed above.

MARILYN EBERT, Chair
Shared Governance Committee

THE OBJECTIVES OF SHARED GOVERNANCE

1. To promote openness, honesty and trust.
2. To obtain maximum input prior to making decisions.
3. To involve more people in the decision-making field.
4. To gain wider support for decisions.
5. To promote sharing in decision-making and responsibility for carrying out those decisions.
6. To create a sense of ownership in decisions through increased involvement.
7. To establish an atmosphere for creative problem solving.
8. To enhance student development.
9. To improve implementation of decisions.
10. To promote unity among school staff members.
11. To improve employee morale and motivation.
12. To develop a closer relationship between school and home through active community involvement.

List supplied by Dr. Robert N. Fortenbury, Superintendent of Schools, Jackson, Mississippi, School District

TYPE OR PRINT

GRIEVANCE FORM A

FORMAL GRIEVANCE PRESENTATION (Level Two)

(To be completed by aggrieved person)

AGGRIEVED PERSONS _____ DATE OF FORMAL PRESENTATION _____

HOME ADDRESS OF AGGRIEVED PERSON _____

SCHOOL _____ ADMINISTRATOR _____

YEARS IN SCHOOL SYSTEM _____ SUBJECT AREA OR GRADE _____

NAME OF ASSOCIATION SCHOOL REPRESENTATIVE _____

STATEMENT OF GRIEVANCE:

ACTION REQUESTED:

_____
(Signature of Aggrieved)

Revised 8/79

TYPE OR PRINT

GRIEVANCE FORM B

ADMINISTRATIVE DECISION (Level Two)

(To be completed by the appropriate administrator, within 5 working days of formal grievance presentation.)

AGGRIEVED PERSONS _____

DATE OF FORMAL GRIEVANCE PRESENTATION _____

ADMINISTRATOR _____ SCHOOL OR POSITION _____

DECISION OF ADMINISTRATOR AND REASONS:

DATE OF DECISION _____ _____
(Signature of Administrator)

AGGRIEVED PERSON'S RESPONSE: (To be completed by aggrieved within 3 days of decision.)

☐ I accept the above decision.

☐ I hereby refer the above decision to the Association's Professional Rights and Responsibilities Committee for appeal to the Superintendent of Schools. My reasons for appeal are listed on the reverse side of this document.

DATE OF RESPONSE _____ _____
(Signature of Aggrieved)

Revised 8/79

TYPE OR PRINT

GRIEVANCE FORM C

REFERRAL BY PR&R COMMITTEE (Level Three)

(To be completed by Association PR&R Committee Chairman within a reasonable time—15 days.)

AGGRIEVED PERSONS _____

DATE OF FORMAL GRIEVANCE PRESENTATION _____

CHAIRMAN OF PR&R COMMITTEE _____

DATE OF REFERRAL RECEIVED BY PR&R _____

DECISION OF ASSOCIATION PR&R COMMITTEE AND REASONS:

_____ _____
(Signature of PR&R Chairperson) Date

☐ I accept the above decision.

☐ The attached grievance is hereby referred to the Superintendent of Schools.

_____ _____
(Signature of Aggrieved) Date

Revised 8/79

_____ _____
(Signature of PR&R Chairperson) Date

TYPE OR PRINT

GRIEVANCE FORM D

DECISION BY SUPERINTENDENT (Level Four)

(To be completed by Superintendent of Schools within 5 working days after meeting with the aggrieved. The meeting to be held within 15 days of receipt of Form C.)

AGGRIEVED PERSONS _____

DATE APPEAL RECEIVED BY SUPERINTENDENT _____

DATE MEETING HELD BY SUPERINTENDENT _____

DECISION OF SUPERINTENDENT AND REASONS:

DATE OF DECISION _____ _____
(Signature of Superintendent)

AGGRIEVED PERSON'S RESPONSE: (To be completed by aggrieved within 3 days of decision.)

☐ I accept the above decision of the superintendent of schools.

☐ I hereby request Level 5 procedures. My reasons for this request are listed on the reverse side of this document.

DATE OF RESPONSE _____ _____
(Signature of Aggrieved)

Revised 8/79

TYPE OR PRINT

GRIEVANCE FORM E

DECISION (Level Five)
ADMINISTRATION AND ASSOCIATION

AGGRIEVED PERSONS _____ DATE OF MEETING _____

DATE APPEAL RECEIVED _____

DECISION:

_____ _____
(Signature of Superintendent) Date

_____ _____
(Signature of Association Representative) Date

☐ I accept the above decision.

☐ I hereby request arbitration. My reasons for this request are listed on the reverse side of this page.

_____ _____
(Signature of Aggrieved) Date

Revised 8/79

Salt Lake City School District
440 East First South
Salt Lake City, Utah 84111-1898
(801) 322-1471

REVIEW OF SERVICES: Personnel and Programs

The Review of Services is the District's process for resolving conflict at the lowest level and to review services provided by individuals and/or programs.

Before this Request for Review of Services is formally submitted to the District, the initiator of the review should have met with the person on whom the review is being filed, with the objective of resolving the matter informally at the lowest possible level, and steps one through three (see page 2) should have been completed and the findings and results recorded on the attached pages. All submitted information should have been shared between the person initiating the review and the person who is under review or who is responsible for solution of the problem.

If the review is not resolved upon the completion of steps one, two and three, the parties shall complete pages one through six of this form and after the forms have been shared by both parties, all pages of the review will be submitted to the District Office for processing as described in step four through seven (see page 2).

NAME OF PERSON OR
PROGRAM UNDER REVIEW _____ _____
Signature

Address _____ _____
School Position

_____ _____
Phone

NAME OF PERSON
REQUESTING REVIEW _____ _____
Signature

Address _____ _____
Phone

Date of latest meeting (see step 3) _____

(This form will not become a part of an employee's file)

7/85

Date Completed	Steps to be Completed:
_____	1. The initiator of the review meets informally with the person on whom the review is to be filed who is accountable for the solution to the problem to attempt to resolve the matter informally.
_____	2. If the matter is unresolved informally, the parties shall <u>each</u> complete a detailed review on the attached forms to exchange with each other.
_____	3. The parties will again meet to discuss what each has written.
_____	4. If the review is not resolved at the local level, all appropriate signed forms shall be sent to the District Office and a review number shall be assigned.
_____	5. At this time if both parties mutually agree, the process may proceed directly to step 7 below, bypassing step 6 below.
_____	6. The parties will select a person to review the previously prepared documents and to make a recommendation for solution. If a person cannot be mutually agreed upon after consideration of 50 names, each party shall select one person and those two shall select a third who shall serve as a review team. The select person (or team) shall review the previously prepared documents, investigate the review and recommend solution. If the recommend solution is not acceptable or mutually agreeable to both parties, the review will be referred to the Superintendent for his decision.
_____	7. Decision of the Superintendent will be communicated to all interested parties.
_____	8. A Board hearing may be conducted to review an appeal of the Superintendent's decision within 15 days from receipt of request.

Descriptive Report to accompany Request for Review initiated by

_____ upon _____

This report was prepared by _____

and has been shared with _____

Please give detailed explanation to each question that applies to you; if it does not apply, put NA (not applicable).

I. Description of the issue:

A. These are my specific concerns:

B. The elements of the case: (i.e., documentation of events, dates, people, etc.)

II. List all possible solutions discussed during the informal step and your response.

III. List additional possible solutions not discussed and your response.

IV. I believe the following should occur in order to resolve this issue.

V. List any other information significant to the case

Signature (prepared by) _____ Date _____

(Attach additional pages or documents if necessary.)